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**TASK FORCE ON MANPOWER CONTROL**

**Report**

**EASTERN EUROPE DIVISION**

**INSPECTION AND REVIEW STAFF**

**OFFICE OF THE DEPUTY DIRECTOR (PLANS)**

22 September 1954

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**TASK FORCE ON MANPOWER CONTROL**

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**EASTERN EUROPE DIVISION**

**I. Purpose of the Survey**

1. To determine the accuracy and effectiveness of the numerous controls currently affecting the processing of personnel matters;
2. To determine the accuracy and effectiveness with which the existing records system reflects the assignment of personnel;
3. To determine the number of persons paid at headquarters with unvouchered funds;
4. To analyze the effectiveness of existing personnel and organizational control systems under which the Division operates; and
5. To arrive at conclusions affecting personnel management on the basis of information supplied by records searches and interviews with selected Division personnel.

**II. Sources of Task Force Data**

6. The sources from which data were obtained include:
  - a. Eastern Europe Division records maintained by the Assistant Director for Personnel (AD/P);
  - b. Payroll records of the Office of the Comptroller;
  - c. EE Division records;
  - d. AE Branch records; and
  - e. Interviews with selected personnel in the AE Division.

**III. Survey Findings and Analysis (Introduction)**

7. The task force has approached the analysis of manpower control within the Eastern Europe Division from three (3) aspects: controls, personnel management, and records and reports.

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8. The Eastern Europe Division has exceeded its authorized manpower ceiling and its headquarters table of organization authorization, and has used unvouchered funds for the solution of administrative problems.

9. This situation has developed out of the fact that EE Division had more personnel on duty at the time its ceiling was established than the ceiling authorized. In recognition of this, DD/P Admin authorized an overstrength in EE until 30 June 1954, expecting that by that time the Division would reduce its staff to conform with its ceiling. When it became apparent last Spring that this would not be achieved, EE Division sought relief by requesting an increase in ceiling. The request is pending in DD/A.

10. The [redacted], contrary to established regulations, proceeds with its own organizational changes, notifying EE by submitting each month a current "re-managing table". EE Division's attempts to ratify these changes by amending the official T/O for the [redacted] and processing appropriate personnel actions have been lagging months behind the actual changes. This lag is attributable in large measure to the rigidity of the T/O approval system. For example, EE has been trying since April 1954 to obtain approval for a new [redacted] T/O and has been unable to do so.

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**A. Manpower Ceiling**

11. The Division has exceeded its total official ADP civilian manpower ceiling (as reported to ADP by DD/P Admin 1 June 1954) by [redacted] individuals (see Tab A). In terms of physical location, this total is divided between headquarters and the field as follows:

Headquarters: Ceiling . . . . .

Located in  
Headquarters. . . .

OVER CEILING (Headquarters)

Field: Ceiling . . . . .

Located in  
the field . . . . .

UNDER CEILING (Field) -

TOTAL OVER CEILING (EE D

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Note: This [redacted] does not include [redacted] persons paid with unvouchered funds (carried on field T/O's or unassigned but who are physically in Headquarters.)

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### B. Table of Organization

13. The table of organization, presumably designed to ensure a proper manpower balance among various components and between headquarters and the field, has not been effective in this regard, although the Eastern Europe Division is below its table of organization position authorization.

14. The headquarters approved table of organization comprises [redacted] positions whereas there were actually [redacted] employees on duty in Division headquarters as of 1 June 1954, an overage of approximately thirty-three percent (33%). (See Tab A for breakdown.)

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15. As of 1 June 1954, [redacted] employees were on duty in the field against a table of organization authorization [redacted] positions which includes one [redacted] military positions.

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16. The fact that the [redacted] shifts personnel and position slots periodical y, issued in the form of a "remanning table", further demonstrates the ineffectiveness of the table of organization as an authentic record in headquarters and as a control device. The periodic conversion of a "remanning table" to a headquarters authorized mission table of organization is, in effect, a post action to correct headquarters records.

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**C. CIA Regulation [REDACTED] (Confidential Funds)**

17. The task force finds that confidential (or unvouchered) funds were used for the payment [REDACTED] **Clandestine Services personnel in headquarters** under the jurisdiction of the Eastern Europe Division on 1 June 1954 of whom only two (2) occupied authorized headquarters unvouchered positions (See Tab B).

18. These [REDACTED] paid from unvouchered funds on duty in headquarters, for whom there were no authorized (unvouchered) positions, may be categorized as follows:

(a) Out-casuals (those who had entered on duty on unvouchered funds without having since served overseas) and (b) in-casuals (those who are overseas returnees).

19. By length of time in headquarters on unvouchered funds, there were (as of 1 June 1954):

	<u>In-casual</u>	<u>Out-casual</u>	<u>TOTAL</u>
Less than three (3) months	[REDACTED]	[REDACTED]	[REDACTED]
Three (3) to six (6) months	[REDACTED]	[REDACTED]	[REDACTED]
Six (6) months to one (1) year	[REDACTED]	[REDACTED]	[REDACTED]
One (1) year and over	[REDACTED]	[REDACTED]	[REDACTED]
<b>TOTAL</b>	[REDACTED]	[REDACTED]	[REDACTED]

20. It would appear that the "fasters of security or operations peculiar to this Agency" do not "fully support the expenditure and preclude the use of vouchered funds" for payments to persons with the same status as officially assigned headquarters personnel.

21. The continued use of unvouchered funds for such salary payments constitutes to a considerable degree a solution to an administrative difficulty which is prohibited by the intent of CIA Regulation [REDACTED] and, specifically, by paragraph 7b(1) thereof as quoted above, in part.

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4. Affect on Budgetary Controls

22. Assuming the figures for 1 June 1954 are average, the extent of obligation of unvouchered funds against field allotments for the salary payments of persons physically located in the continental United States and under the jurisdiction of the Eastern Europe Division would amount to approximately \$448,000 if projected on an annual basis. (This estimate is computed using the figure [REDACTED] persons and their average grade of GS [REDACTED])

23. The budgetary distortion created by this practice appears to be sufficiently substantial to warrant further attention. It is evident that budgetary controls also suffer from the practice of accounting for and paying headquarters personnel from field allotment accounts.

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V. Personnel Management

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25. It is also evident that the Career Service Boards have been ineffective to a certain extent in meeting the problem. In the Division at both branch and division levels, the chiefs retain authority to veto the assignment to them of returnees. Thus, a solution to the problem of reassignment of returnees and the development of a strong career service is forestalled.

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26. The case of [REDACTED] is illustrative. [REDACTED] returned to headquarters from overseas in November 1953. Pending reassignment, he was detailed to the Administration Staff (in Division) to expedite the processing of out-casuals. In March 1954 he was detailed to the Chief of Administration (DD/P) and assigned duties involving revision of career service regulations. In April 1954 he replaced the outgoing FM career service officer. This employee as of 1 June 1954 still was paid from unvouchered funds and had been so paid since his permanent change of station which returned him in November 1953, nine (9) months ago.

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27. Attached as Tab C are ten (10) detailed cases illustrating the use of unvouchered funds to pay personnel performing regular headquarters duties unofficially.

28. A request for information pertaining to headquarters personnel who are assigned to overseas tables of organization was generated by the Chief of Administration (by [REDACTED] on 24 August 1954 (see Tab D). This memorandum was addressed to all senior staff and area division personnel officers and requested submission of data by 1 September 1954 with monthly reporting thereafter. 25X1A9a

29. The data requested should have been continuously available to senior Agency officials and is essential to the effective operation of the Clandestine Services career service boards. The necessity for a special report to obtain this information appears to substantiate the task force comments regarding the ineffectiveness of records and reports.

#### VI. Personnel Records and Reports

##### A. Comparison of Office of Personnel and Task Force Findings

30. The current personnel reporting system does not accurately reflect the total Eastern Europe division headquarters strength. The task force found that, as of 1 June 1954, the Division had [REDACTED] people or forty-eight percent (48%) more personnel in the headquarters complement than was reported by the Assistant Director for Personnel on 31 May 1954. 25X9A2

ON DUTY STRENGTH  
(all Division Headquarters)

##### Office of Personnel Report (31 May 1954)



##### Task Force Findings (1 June 1954)

On authorized Hdqs slots  
(vouchered)

Unassigned  
(vouchered)

On field slots but in Hdqs  
(unvouchered)



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Unassigned  
(unvouchered)

Assigned to other than  
SS T/O

Military

Junior Officer Trainees

TOTAL

DISCREPANCY

25X9

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B. SS Division Records

25X1A 31. The SS Division, Administration Staff, [REDACTED], is composed of six (6) professional personnel and six (6) clerical personnel. Of the clerical personnel, three (3) employees were either on detail from other SS Division components or were in an out-casual status on 1 June 1954.

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25X1A 32. The personnel records maintained by the [REDACTED] consist of:

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a. Tables of Organization (Headquarters and Field)

(1) Current and in-process incumbents;

(2) Vacancies;

(3) Grades;

(4) Transfer and promotion actions (posted from official personnel records);

b. Alphabetical files of present and past staff employees and staff agents;

c. Individual personnel files of current and employees and personnel separated from the Division within the last ninety (90) days;

d. In-casual file (now being established);

e. Sign-in register for personnel returning from the field;

f. Contract employee and agent file.

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33. The Manning Table published by the Senior Representative in [REDACTED] is the primary document from which the [REDACTED] works.

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34. The [REDACTED] records are primarily maintained to indicate the official table of organization assignments of employees and, as such, are frequently at variance with the actual duties and locations of employees. Thus, within the [REDACTED] of the [REDACTED] Division, there are no consolidated records of actual duties and locations of either headquarters or field personnel.

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#### C. Branch Records

35. The [REDACTED] branches do not initiate formal personnel actions but, instead, rely upon the [REDACTED] Division [REDACTED] for such support, as well as the servicing and maintenance of personnel file folders. Simple records and notations, which vary among the branches, are maintained for the information and convenience of the respective chiefs of branches. No standardized forms or procedures have been developed or instituted at the branch level. The branches having any responsibility for the support of the [REDACTED] use the latest available copy of the Manning Table to the exclusion of the official table of organization.

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#### D. The Position Inventory

36. The position inventory maintained by the Assistant Director for Personnel purports to be a record of assignments. As such, it relates names to positions and components on the authorized table of organization and thereby becomes an official record of assignment and location for each employee.

37. The task force found that, as of 1 June 1954, the ADP's position inventory for the Eastern Europe Division failed to indicate accurately either the actual duty status or the location by office of [REDACTED] individuals comprising [REDACTED] of the Division's total on-duty strength in both headquarters and the field. This situation may be attributed to the fact that the ADP records reflect only the status of individuals which is formalized by official personnel actions (Form 52).

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38. The inaccuracies of actual duty status and location which the task force has been able to tabulate are as follows:

No physical location or  
interim duties shown

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Unassigned  
Headquarters  
Field  
Enlisted on all of ADP

TOTAL

Inaccurate description of  
location and/or duties

Persons carried on  
field T/O's but physi-  
cally in headquarters

TOTAL DOCUMENTABLE  
INACCURACIES

\* Note: In addition to this figure, the task force has found indica-  
tions of additional errors which it has been unable fully to document.

2. Resourcing Table

39. [REDACTED] has operated for considerable time with a so-called Resourcing Table. This periodic issuance by the Senior Representative in [REDACTED] as stated by the [REDACTED] is "for the purpose of accurately reflecting the status of the [REDACTED] staffing and projecting for Washington headquarters and the Mission the personnel requirements of the Mission". For example, the current official T/O carries the [REDACTED] though it was dissolved by the Senior Representative early this year. Persons assigned to this base have either returned to head-  
quarters or were reassigned to components of the [REDACTED] by action of the Senior Representative.

40. The problems encountered by the [REDACTED] Division headquarters in the processing of transfers and promotions are unusually diffi-  
cult in that such requests contain the position number and job title used within the "Resourcing Table" and are often unrelated to the official T/O. Positions are sometimes arbitrarily shifted within the [REDACTED] organization without the prior approval of, and/or without prior notification to, the [REDACTED] Division.

41. [REDACTED] table of organization and position inventory maintained by the Office of Personnel do not accurately reflect the true slotting and location of [REDACTED] personnel. Furthermore, the lack of any definite relationship between the Re-  
sourcing Table and the official [REDACTED] table of organization causes considerable additional administrative work-load in the pro-  
cessing of personnel actions by [REDACTED] headquarters.